- who do not wish to receive any telephone solicitations and one for those who do not wish to receive telephone solicitations which use artificial or prerecorded voice technology.
- 2. The method for selecting an entity to establish and maintain the national database should consist of a Request for Procurement subject to federal procurement law like any other acquisition of goods or services (specifically the Brooks Act). The RFP should be issued to communications common carriers and non-carriers alike. The RFP should be written and managed by the FCC and the successful bidder should be under contract to the FCC. The database administrator should be subject to strict audit and management guidelines with strict guidelines for maintenance, upgrading and updating the database and database technology.
- 3. Rigid confidentiality rules should apply which limit the database administrator's use of the information solely to carry out the requirements of the Act. This should be particularly the case if a communications common carrier is the successful RFP bidder.<sup>61</sup>
- 4. Telephone subscribers who wish to be listed on the national "opt-out" or "do-not-call" database should have the opportunity to notify the database administrator of that intention no more than twice a year. Once listed, the subscriber should have the same twice-a-year opportunity to become "delisted." A subscriber who has been listed should be automatically "delisted" after two years unless before the end of that period the subscriber indicates to the database administrator the desire to continue as listed. Those bound by the Act should have at least 30 days from the time a national database has been finalized for a sixmonth period to acquire the database and to incorporate it into calling technology. means that those bound by the Act would have 30 days before they would be bound to honor any changed national database.
- 5. The database should consist solely of phone numbers which subscribers wish to remove from the calling "library" of telemarketers. The database

<sup>&</sup>lt;sup>61</sup>See 137 Cong. Rec. S18785 (daily ed. Nov. 27, 1991) (statement of Sen. Pressler).

- should not be name-, CPE-, or location-dependent.
- 6. The database should be released in a variety of machine-readable magnetic media and should be compatible with a variety of system formats and architectures. Access to the database and database copies should be priced in a manner that recovers only costs including reasonable overhead.

The Commission may find that the complexity of a national database will require a separate proceeding to establish the national database, its structure and appropriate safeguards.

It is Citicorp's view, and that of the majority of commenters, that the company-specific do-not-call list approach is superior to the national database alternative. <sup>62</sup> The commenters generally prefer the company-specific do-not-call list alternative over the national database approach for a multitude of reasons, including: (1) it is the more effective; (2) it is the more efficient; (3) it entails less cost; (4) it allows the greatest flexibility; and (5) it is a convenient self-executing device to reconcile consumer privacy rights with legitimate business interests.

For example, the company-specific do-not-call list provides consumers with greater insulation from unwanted telemarketing than would be provided in a national database system under the Act. If a magazine customer requests placement on that

<sup>&</sup>lt;sup>62</sup>See, e.g., Citicorp Comments at 23-28; Bell Atlantic Comments at 4; DMA Comments at 2-3; AT&T Comments at 6-10; MCI Comments at 2-6; MBNA America Bank Comments at 3-4; Household International Comments at 11-16; ANPA Comments at 4,7; Coalition Comments at 16-17; Safecard Services Comments at 5-15; Southwestern Bell Comments at 10; Pacific Telesis comments at 14; Sprint Comments at 42.

magazine's do-not-call list to avoid receiving solicitations for additional periodicals, then that person will not be called even though a TCPA exception for established business relationships might permit such a call. However, under a national do-not-call list, if that magazine customer requests placement on that list but fails to inform the magazine's marketing office, then that customer likely will be solicited under the TCPA established business relationship exception. This unintended side-effect of the national list approach disturbs the normal business-customer relationship and may subject the customer to greater unwanted solicitation than intended.

Furthermore, the TCPA allows telemarketers to make two calls per year to any person, even if that person appears on a do-not-call list, before the person may sue the telemarketer under the Act. In contrast, company-specific do-not-call lists eliminate any and all calls to individuals who request to be put on the list.

Only a limited number of commenters specifically criticize the company-specific do-not-call approach as inadequate to protect the privacy rights of residential telephone subscribers. These commenters argue that the company-specific do-not-call list alternative: (1) "place[s] an unwarranted burden on consumers to find every telemarketing firm and then notify each one separate[ly] of their desire not to be called; "63" (2) would be

<sup>&</sup>lt;sup>63</sup>Privacy Times Comments at 3.

an "administrative and regulatory nightmare;" and (3) provides "no assurance that voluntary adherence to the Act by private companies . . . will be effective." The Commission should reject these arguments and, in any event, should find them insufficient to outweigh the utility and privacy protection of the company-specific do-not-call list approach.

It will not be necessary under the company-specific do-not-call list alternative for consumers to contact every telemarketing firm to inform them that they do not wish to be called. If a consumer receives an unwanted telemarketing call from a business, the consumer can immediately inform that particular business during the phone call, or any time thereafter, to be removed from their telemarketing list. It would be unnecessary and contrary to common sense for a consumer to contact telemarketers who have not even attempted to contact him or her.

Similarly, the company-specific do not call list actually avoids the administrative nightmare contemplated by some commenters. It allows companies to use their own systems to merge names, rather than require the installation of entirely new systems and procedures. This means lower costs (no need for a company to modify its existing computer systems). It would also more effectively ensure that those consumers who do not want to

<sup>&</sup>lt;sup>44</sup>Consumer Action Comments at 13.

<sup>65</sup>Id. at 15.

receive solicitations from a particular company have their wishes honored. Unlike a national database, company-specific databases are able to use a wide range of readily available identifying information, such as Social Security numbers, account numbers, PIN numbers, etc., to ensure that the database is able to verify, update, and ensure accuracy of do-not-call data such as adds, changes, and deletes. The company-specific system already has in place the information in a format that is easy for the telemarketer to access and use.

Finally, the Commission should reject the argument that there is no assurance that private companies will adhere to the Act voluntarily through an industry self-regulatory mechanism. The company-specific do not call approach enjoys the same level of "assurance" of compliance that exists for the national do not call database. The TCPA has created a private right of action for a person "who has received more than one telephone call within any 12-month period by or on behalf of the same entity in violation of the regulations prescribed under [the Act]." 66
This private right of action is the enforcement mechanism adopted by the Congress in the TCPA.

Citicorp, among others, recommended in its comments a number of guidelines that the Commission should require in implementing an in-house do not call list.<sup>67</sup> This could create an audit trail for the Commission to determine compliance when

<sup>6647</sup> U.S.C. § 227(c)(5).

<sup>67&</sup>lt;u>See</u> Citicorp Comments at 25-26.

asked to investigate violations of do-not-call requests.

For these reasons, the Commission should adopt the companyspecific do not call approach for restricting telephone solicitations.

B. The Commission's Decision on a Mechanism for Restricting Telephone Solicitations Will Not Preempt State Databases; At Most, the Contents Of A Federal Database Would Have To Be Included In Any Separate State Database

The Ohio PUC believes that individual states may find it effective to develop and maintain a "do not call" list and recover the costs of maintaining the lists through fees charged to intrastate telemarketers. The Ohio PUC argues that the FCC should not preclude any state from developing and using its own "do not call" lists.<sup>68</sup>

If the Commission adopts a single nationwide database, the TCPA prescribes that states may not "require the use of any database, list or listing system that does not include the part of such single national database that relates to such State." This would require states which elect to adopt a do-not-call database to incorporate into their database the state "subset" of the national database. Those telemarketers bound to comply are only those whose telemarketing traffic occurs entirely within a state. For example, if a call is forwarded to a point outside a state, even though the origination and termination points are within that state, then that call should be considered an

<sup>&</sup>lt;sup>68</sup>Ohio PUC Comments at 6.

<sup>&</sup>lt;sup>69</sup>47 U.S.C. § 227 (e)(2).

interstate call and, as such, only the FCC database rules and restrictions would apply.

In the alternative, if the Commission decides to adopt the company-specific do-not-call list approach, and a state desires to develop or maintain a state do-not-call list, then interstate telemarketers should not be bound, and the FCC should so state, by state regulations unless the telemarketing call is entirely intrastate; the origin, termination, and all circuits in between.

In addition, the rationale that led Congress to address state preemption issues in the national database context does apply should the FCC adopt the company-specific do-not-call approach. Where the FCC decrees that compliance with the TCPA must be implemented through appropriate company-specific do-not-calls lists, then the Commission should clarify that state regulators must incorporate into any do-not-call list approach they adopt the state "subset" of a company's do-not-call list.

The comments show, overwhelmingly, that the company-specific do-not-call approach is the most effective and least burdensome method for restricting telephone solicitations. Among other things, this approach affords consumers the greatest opportunity to choose the level of privacy protection that they will receive, it avoids imposing unnecessary costs or superfluous restrictions on telemarketers, and it avoids placing onerous new oversight burdens on the Commission. For these reasons, the Commission should adopt the company-specific do-not-call approach.

## VIII. CONCLUSION

Citicorp asks the Commission to consider these reply comments as it develops its rules in this proceeding to implement the TCPA.

Respectfully submitted,

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June 25, 1992

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I, Brenda Beatty, hereby certify that copies of the foregoing Reply Comments of Citicorp were served by hand or by First-Class United States Mail, postage prepaid, upon the parties appearing on the attached service list, this 25th day of June, 1992.

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